

HISTORIC PRESERVATION ELEMENT



PURPOSE OF THE HISTORIC PRESERVATION ELEMENT

Historic preservation plays a vital role in maintaining Riverside's character and identity. The purpose of this preservation element is to provide guidance in developing and implementing activities that ensure that the identification, designation and protection of cultural resources are part of the City's community planning, development and permitting processes. This document also defines the City's role in encouraging private sector activities that support historic preservation goals. As a community effort, the preservation of cultural resources is a responsibility of all, whether the interest is for economic, aesthetic, cultural or environmental reasons.

The State Office of Historic Preservation has recognized Riverside's historic preservation program with its designation as a Certified Local Government (CLG). This preservation element has been prepared, in part, to meet the requirements of the CLG program. More importantly, it has been prepared to meet the current and long-term goals of the City's historic preservation program. It is intended that this document will be incorporated as an element of the General Plan, which is scheduled to be updated 2002-03.

PREPARING THE PRESERVATION ELEMENT: COMMUNITY IDENTIFIED PRESERVATION ISSUES

To assist in the preparation of the preservation element, the City Planning Division contracted with Mary Jo Winder and John Steinmeyer of Architectural Preservation Planning Services (A.P.P.S) in Pasadena. To develop an understanding of the City's cultural resources, the team conducted a citywide reconnaissance survey and reviewed a variety of existing documentation relating to Riverside's Historic Preservation Program.





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Community participation played a vital role in the preparation of this document. A community workshop was organized by the Planning Division and facilitated by the consultant team. Workshop participants identified numerous historic preservation issues and areas of concern including:

- ❖ Identifying and designating cultural resources
- ❖ Providing adequate protective procedures for cultural resources
- ❖ Ensuring construction actions that are appropriate to the character of historic neighborhoods and areas
- ❖ Increasing educational programs for property owners, city officials and staff and other segments of the population
- ❖ Promoting the economic and community benefits of preservation
- ❖ Supporting incentives and programs that encourage preservation
- ❖ Coordinating preservation activities with other agencies and organizations

Based on the information gathered in the workshop, the consultant team prepared a questionnaire for the purpose of ranking the issues according to importance. This questionnaire was sent to workshop participants as well as other selected individuals, including members of historic neighborhood groups and heritage organizations, business leaders, elected City officials, Cultural Heritage Board members, and City employees.

A Citizen's Advisory Committee was formed to develop specific goals, policies, and actions based on community concerns. This committee included one appointee by each City Council member and two appointees by the Mayor, as well as the Chair and Vice-Chair of the Cultural Heritage Board.

HISTORY OF RIVERSIDE'S HISTORIC PRESERVATION PROGRAM

AN EARLY PRESERVATION ETHIC

As early as 1927, Charles Cheney, Riverside's first City Planner and author of the first master plan, called for a preservation ethic when he wrote, "The city needs protection from disfigurement, and the preservation of old buildings, of natural beauty, and architectural monuments."

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In the late 1960s Riverside citizens became increasingly concerned about the future of the city's rich heritage and exemplary early architecture. The need for a City historic preservation program came clearly to light when several key landmark structures were threatened in a very short timeframe. The first wakeup call came when the Mission Revival style Carnegie Library was demolished in favor of a courtyard in front of the new library building. The same plan that led to the library's demolition also called for the demolition of the adjacent Romanesque Revival style Universalist Unitarian Church to add to the plaza area of the new library. In addition, the Mission Inn was threatened by inappropriate alterations, deterioration, and talk of better uses for the site.

In 1968 the City Council called for the formation of a Cultural Heritage Board and the adoption of a Landmarks ordinance. The Board was formed and the ordinance adopted in 1969. The administration of the program was assigned to the Riverside Municipal Museum and the new Cultural Heritage Board moved quickly to identify and designate, as City Landmarks, its most important buildings.

In the early 1970s, the Mission Inn (City Landmark #1, the heart of Riverside's historic civic center, and one of the nation's most significant Mission Revival style buildings) was threatened with destruction. In 1976, to bring attention to its plight, local civic leaders asked the Western Regional Office of the National Trust and the newly formed State Office of Historic Preservation to hold one of the first State Historic Preservation Conferences at the hotel. As a result of the attention attracted by this event, the Mission Inn was nominated a National Historic Landmark.

In 1977, Riverside was one of the first cities in California to enter into an agreement with the State Office of Historic Preservation (OHP) to conduct a comprehensive historic resources survey (See Survey Section below). As OHP intended, the survey process stimulated local preservation advocacy in Riverside just as it was doing in other communities. Downtown Renaissance, a neighborhood conservation organization, and The Old Riverside Foundation, a preservation advocacy group, were formed in 1978-79. Under their auspices numerous individual City, County and State Landmarks were designated and nominated to the National Register of Historic Places.

1960s: EARLY PRESERVATION EFFORTS



1970s: PART OF THE GROWING PRESERVATION MOVEMENT





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1980s: A MATURING PRESERVATION PROGRAM



In 1980, national preservation attention was focused again on Riverside when the National Conference of State Historic Preservation Officers met at the Mission Inn. Repeated exposure to maturing historic preservation methodology, and the compilation of a large historic resources inventory, made it apparent that a coordinated effort was needed to adequately address the City's historic structures and neighborhoods. In 1983, the City hired Cotton and Associates to prepare a two-part preservation plan for downtown: Restoration Riverside: A Plan for Downtown Historic Districts and Downtown Rehabilitation and Design Guidelines.

In 1984, the Cultural Resources Ordinance was amended to bring Riverside's program into conformity with other municipal preservation programs throughout the state. The California Preservation Foundation (CPF) was founded that same year when the California Preservation Conference was again held in Riverside.

Although Riverside faced changes in vision, planning trends, land uses and growth pressures that caused the destruction of some important historic resources, the preservation ethic Cheney called for remained substantially intact. The Community Development Block Grant (CDBG) program provided grants and low interest loans for the rehabilitation of residential structures and the Redevelopment Agency established a program for relocating endangered historic properties. Concurrently, the Mission Inn continued to be threatened and was purchased by the Agency to preserve it.

Realizing the importance of historic preservation to the economic revitalization of the City, in 1989 the City Council, acting as the Redevelopment Agency, established two Historic Preservation Project Manager positions. These positions focused attention on the rehabilitation of commercial, institutional and residential historic properties in the downtown area, including the Mission Inn. After several attempts at rehabilitation were thwarted by the failing economy, the Inn was completed. It opened as a world class hotel through the efforts of the City, Redevelopment Agency and a local entrepreneur.

EARLY 1990s: STRENGTHENING THE PRESERVATION PROGRAM

In 1990, the City hosted the California Preservation Foundation (CPF) Local Preservation Commission Workshop with representatives from the State Office of Historic Preservation serving as panelists. The focus was on legally defensible local preservation ordinances, preservation planning, and the Certified Local Government (CLG) program.

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That same year, the Development Department initiated a tourism study. A citizen's task force was formed and their deliberations resulted in the consensus that a tourism program for Riverside should be heritage based. Dr. Vincent Moses, Curator of History for the Municipal Museum, developed the historical contexts for Riverside. The overarching context was framed by the city's citrus history and the role it played in forming the "California Dream" as defined by historians Carey McWilliams and Kevin Starr. The result was the Citrus Heritage Task Force Report I.

As a result of the Citrus Heritage Task Force, emphasis was placed on the importance of identifying the remaining significant citrus heritage related resources within the city. Under the sponsorship of the Development Department and generous community leaders, a Historic American Engineer Record team from the National Park Service spent the summer of 1991 in Riverside. Their study resulted in the California Citrus Heritage Recording Project.

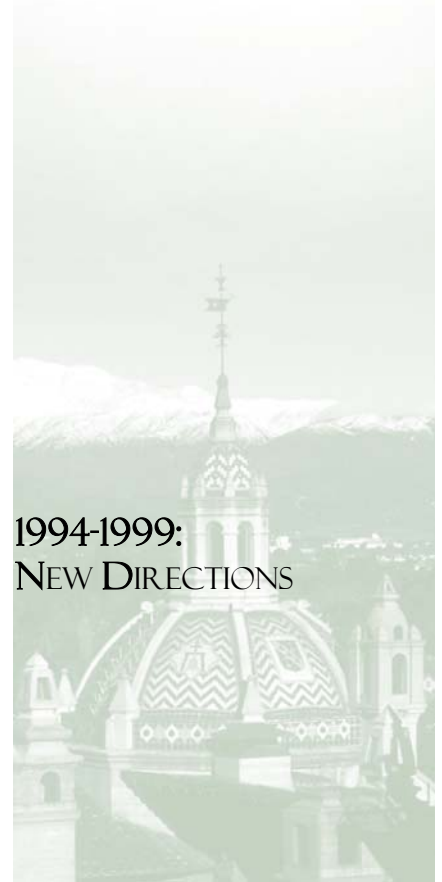
In October of 1991, the Planning and Development Departments held a workshop on future directions for historic preservation. Three major goals emerged from the workshop:

- ❖ Recognize historic preservation as a planning function and move the Cultural Heritage program to the Planning Division
- ❖ Become a Certified Local Government
- ❖ Amend the Cultural Resources Ordinance to meet the CLG requirements

In 1993, the City's first historic district design guidelines were developed. These guidelines, for the Mt. Rubidoux Historic District, were created through a community-initiated effort of the Mt. Rubidoux Historic District Association in cooperation with the Cultural Heritage Board and with financial assistance from the City and the Western Regional Office of the National Trust for Historic Preservation.

The year 1994 was pivotal in the maturation of Riverside's historic preservation program. The City's new General Plan was adopted with its award winning "Community Enhancement Element," which included Historic Preservation goals and policies. This component is unique because it integrates, in one goal, the City's objectives of conserving the urban historic citrus-based cultural landscape, preserving the historic and architecturally significant structures and neighborhoods, and supporting and enhancing its arts and cultural institutions. The plan further recognized historic preservation as a land use planning activity, tourist attraction and economic development tool.

**1994-1999:
NEW DIRECTIONS**





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To ensure that the plan would be effectively implemented, the City Council endorsed the City Manager's recommendation that the preservation program be moved from the Museum Department to the Planning Division. Immediately upon reorganization, a Historic Preservation Strategic Plan was developed. The principal goals of the plan were to:

- ❖ Become a Certified Local Government (CLG)
- ❖ Amend the Cultural Resources Ordinance
- ❖ Develop cooperative programs with the City's Office of Neighborhoods and Community Services and the Riverside Downtown Museum Consortium
- ❖ Enter into a Programmatic Agreement (PA) with the State Historic Preservation Officer (SHPO) for review of Department of Housing and Urban Development (HUD) funded Community Development Block Grant (CDBG) projects

By the spring of 1995, Riverside became a CLG, and the Cultural Heritage Board attended its first CLG training workshop at the 20th Annual California Preservation Conference. The Conference was hosted by the Development Department and Planning Division and the Office of Historic Preservation at the restored Mission Inn. In 1996 the City received its first CLG Grant to develop a Historic Resources Inventory Database. The database included over 6,000 properties, which were also tied to the City's Geographic Information System (GIS).

That same year, the amended Cultural Resources Ordinance was adopted by the City Council. In addition, the Planning Division's current planning and environmental review processes were revised to respond to changes in the California Environmental Quality Act and the formation of the California Register of Historic Places, a cooperative program for historic house rehabilitation and CDBG review was established, and negotiations began on the Programmatic Agreement.

In 1998 the Planning and Development Departments published "Rehab Riverside Right," a guidebook with information about residential architectural styles, rehabilitation techniques, design guidelines, and sources of additional information. Hundreds of copies of this booklet have been distributed to the public free of charge.



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Since 2000 the Historic Preservation Program has concentrated on renewing survey efforts, organizing existing data, increasing public education programs, and streamlining design review processes.

2000-PRESENT: PLANNING FOR THE FUTURE

From 2000-2002 surveys of the Eastside, Casa Blanca, and Mile Square areas were completed using CDBG funds. In 2001 and 2002 the City launched a major effort to overhaul its preservation database, using CLG grants. The redesigned database includes over 9,000 properties and is unique in its ability to store various types of data and surveys over time. This one-of-a-kind database is already being used as a model by other communities and has been recognized with awards from the California Preservation Foundation and the American Planning Association. A GIS-enabled web site has been developed to make the database information available to City staff and the public.

In 2001, the City amended the Cultural Resources Ordinance to allow for administrative review of minor projects. This has greatly reduced the project review load of the Cultural Heritage Board, and increased public service by reducing case processing times.

Citywide Residential Historic District Design Guidelines were developed in 2002. These cover overall design considerations and will eventually include separate sections addressing the individual character and needs of each historic district.

In 2002, a Programmatic Agreement for review of HUD funded projects (initiated in 1995) was finalized. As a result of this, the City no longer needs to send Section 106 reports to the SHPO, but is authorized to do its own reviews and approvals of these reports in-house.

Major efforts have been made in the last few years to develop a program of community education. Toward that goal, a number of brochures and handouts have been prepared which provide general information about the City's historic preservation program as well as specific information about designated cultural resources. The following is a summary of the materials presently available:

- ❖ Rehab Riverside Right (a booklet on preserving historic homes)
- ❖ City of Riverside Historic Preservation Program (a brochure summarizing the preservation program)
- ❖ Landmarks of the City of Riverside (a brochure listing and describing the City's designated landmarks)
- ❖ Historic Districts of Riverside (a brochure listing and describing the City's designated historic districts)





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- ❖ Taking Care of Your Historic Home (a brochure on maintaining the architectural integrity of a historic home)

In 2000 the Planning Division began an annual series of education workshops in cooperation with the Old Riverside Foundation. Held in the spring of each year, these workshops are open to the public at no charge. Topics to date have included "Historic Resources Designation" (2000) and "Residential Rehabilitation and Restoration" (2001).

As part of a mail campaign, in 2001 the Planning Division sent letters to property owners within designated historic districts to provide information about the City's historic preservation program and outline their responsibilities as owners of historic properties. This program will be expanded to include mailings to new property owners of historic properties whenever a change of ownership occurs.

PRIVATE SECTOR PRESERVATION ACTIVITIES

The Old Riverside Foundation is a private non-profit organization that has been active in the City since 1979. The Foundation's primary focus is historic preservation education and advocacy. Its educational activities include house tours, presentations to other organizations, and assistance with the City Planning Division's preservation workshops. Also active in the City are the Riverside Historical Society and groups that focus on specific buildings or areas. These include the Mission Inn Foundation, Friends of the Mission Inn, Friends of Mount Rubidoux, Friends of Evergreen Cemetery, Friends of the Fox Theatre, Downtown Renaissance, and Victoria Avenue Forever. The City works together with these organizations regarding preservation and planning projects within their areas of interest.

HISTORIC RESOURCES SURVEY PROGRAM

In 1977 Riverside was one of the first cities in California to enter into an agreement with the Office of Historic Preservation (OHP) to conduct a historic resources survey. That year the firm of Charles Hall Page and Associates was hired to complete a reconnaissance survey of Riverside's "Mile Square," bounded by First Street, Fourteenth Street, the Santa Fe Railroad, and Pine Street. This area, the original Riverside Colony town site established by Riverside founder John North, includes



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a large concentration of historic buildings. Funding for the survey was from the National Trust for Historic Preservation and the Junior League of Riverside.

In 1978, the City received an additional grant from OHP to complete a reconnaissance survey of all pre-1945 structures in the City - totaling over 5,000 buildings. The project was administered by the Municipal Museum under the direction of a survey coordinator who, at the time, was a graduate student in the Program in Historic Resources Management from the University of California, Riverside. Over twenty community volunteers helped complete the survey.

By 1980, as a result of these surveys, over 6,000 properties had been documented. Approximately 1,200 of these were surveyed intensively and recorded on the State Historic Resources Inventory forms and submitted to the SHPO. In addition to eleven individual resources, four potential preservation districts were identified: Mile Square West, Rockledge, Wood Streets, and the Eastside (Ninth Street). As of 1980 the City designated forty buildings as local landmarks as well as twenty-seven Cultural Heritage Board objects.

In 1981, the City hired Donald A. Cotton Associates of South Pasadena to complete a study of the downtown area and make recommendations regarding historic districts. This area was bounded by First Street, the 91 Freeway, the Tequesquite Arroyo, and the Santa Ana River. Results were published in Downtown Historic Preservation Study: Historic Districts Report (March 1982) and included identification of the following potential districts.

- ❖ Mt. Rubidoux Historic District (Bounded by Indian Hill Road to the north and west, Ladera Lane to the south and Redwood Drive to the east)
Recommended for designation as a National Register Historic District
- ❖ Mile Square West Historic District (Roughly bounded by Houghton Avenue to the north, Redwood Drive to the west, Thirteenth Street to the south and Brockton Avenue/Almond Street to the east)
Recommended for designation as a local Historic District
- ❖ Mile Square East Historic District (Roughly bounded by First, Orange, Fifth and Mulberry Streets)
Recommended for designation as a local Historic District





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- ❖ City Center District (Roughly bounded by Sixth Street, Ninth Street, Main/Market Street, and the 91 Freeway)
Recommended for designation as a National Register Historic District
- ❖ Twogood Orange Grove Tract Thematic District (Roughly bounded by Fourteenth Street, Main Street, Prospect Avenue, and Mulberry Street)
Recommended as a National Register thematic district
- ❖ Citrus Industrial Thematic District (Bounded roughly by First Street, the 91 Freeway, Twelfth Street, and the Santa Fe Railroad)
Recommended for designation as a National Register thematic district

Following the above efforts (1977-1982), the following Districts and Neighborhood Conservation Areas were designated. Note some were given names different than identified in the Cotton Study:

HISTORIC DISTRICTS

- ❖ Seventh Street (1980)
- ❖ Mission Inn (1986, City Center District)
- ❖ Prospect Place (1986)
- ❖ Rosewood Place (1986)
- ❖ Wood Streets (1986)
- ❖ Mt. Rubidoux (1987)
- ❖ Heritage Square (1988, Mile Square East District)
- ❖ Seventh Street East (1989)
- ❖ Colony Heights (1998, portion of Mile Square West)

NEIGHBORHOOD CONSERVATION AREAS

- ❖ Old Magnolia (1981)
- ❖ Twogood Orange Grove Tract (1981)
- ❖ Wood Streets (1981)

In 2000 the City allocated Community Development Block Grant (CDBG) funds to hire PCR Services Corporation to complete an intensive level survey of the Eastside and Casa Blanca neighborhoods. The Eastside area is bounded by Third Street to the north, Price Albert Drive/Woodbine Street to the south, Kansas and Ottawa Avenue to the east, and the 91 Freeway/Vine Street to the west. Casa Blanca is bounded by Victoria Avenue to the south, the 91 Freeway/Indiana Avenue to the north, Mary Street to the east, and the railroad tracks that parallel Jefferson Street on the west. These areas encompass some of Riverside's most ethnically and culturally diverse neighborhoods. The surveys were unique in their inclusion of oral histories as part of the

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survey process. The surveys documented approximately 1,400 properties on State Historic Resources Inventory forms and identified numerous resources eligible for local designation as well as one historic district and one neighborhood conservation area in the Eastside (Cultural Resources Survey Report: Casa Blanca & Eastside Communities, PCR Services Corporation, October 2001).

In 2000 the City hired Myra L. Frank & Associates to complete a re-survey of the "Mile Square" area in conjunction with the preparation of the Downtown Specific Plan. This is the first comprehensive re-survey of this area since the late 1970s. Although the results of this survey are not yet published, two new districts in the Mile Square West area have been proposed for designation.

As of 2002, the City of Riverside recorded 108 City Landmarks, over 1,000 Structures of Merit, nine Historic Districts, three Neighborhood Conservation Areas, and twenty National Register of Historic Places properties.

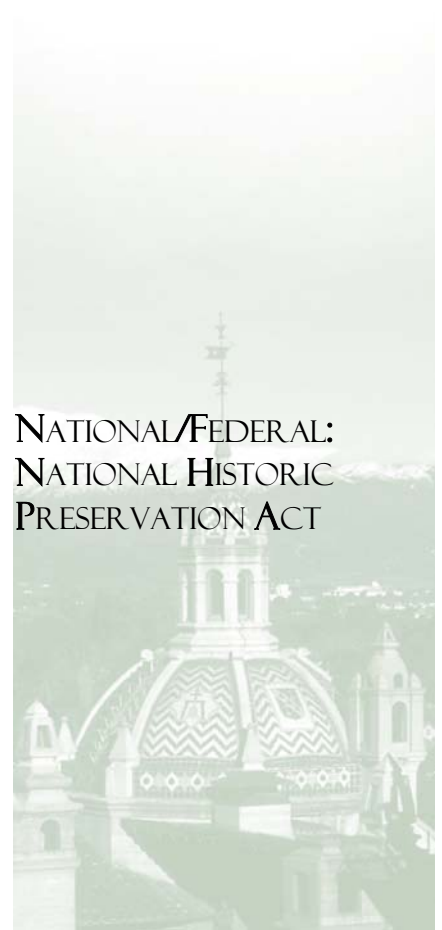
Currently the only designated archaeological resource is the Chinatown Site situated east of Wong Way, between Brockton Avenue and Pine Street. It is a goal of this historic preservation element to identify and document additional archaeological resources citywide and incorporate this information into the existing Historic Resources Inventory Database.

LEGAL BASIS FOR HISTORIC PRESERVATION

Enacted in 1966, the National Historic Preservation Act (NHPA) established the National Register of Historic Places program under the Secretary of the Interior, authorized funding for state programs with provisions for pass-through funding and participation by local governments, created the Advisory Council on Historic Preservation, and established a review process for protecting cultural resources. The NHPA provides the legal framework for most state and local preservation laws.

The National Register of Historic Places program is maintained by the Keeper of the Register, within the National Park Service division. The National Register program also includes National Historic Landmarks, which is limited only to properties of significance to the nation.

NATIONAL/FEDERAL:
NATIONAL HISTORIC
PRESERVATION ACT





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State Historic Preservation Officers and programs in all states and U.S. territories receive federal funding to carry out the provisions of the National Historic Preservation Act. This funding comes from a yearly appropriation by the legislative branch of the federal government. The NHPA requires that at least 10% of funds to the state be passed through to Certified Local Governments. The City of Riverside has been registered as a Certified Local Government since 1995 and has received several grants for preservation projects.

The NHPA established the Section 106 review procedure to protect historic and archaeological resources that are listed in or eligible for listing in the National Register of Historic Places from the impacts of projects by a federal agency or projects funded or permitted by a federal agency. Federal Highway and HUD-funded Community Development Block Grant projects are examples of those subject to Section 106 review.

The Secretary of the Interior's Standards for Rehabilitation of Historic Buildings were developed to provide guidance to federal agencies in reviewing impacts to historic resources. Most state and local jurisdictions have adopted standards or guidelines based on the federal standards for their review of projects affecting historic resources.

STATE: CALIFORNIA ENVIRONMENTAL QUALITY ACT (PUBLIC RESOURCES CODE 21000-21178)

The California Environmental Quality Act (CEQA) is a state law enacted in 1970⁴, which requires state and local governmental agencies to consider the impact proposed projects have on the environment, including historic resources and archaeological sites. The CEQA review process identifies potential significant impacts as well as alternatives or mitigation measures to avoid or reduce the impacts. Properties listed in or determined eligible for the California Register of Historical Resources are subject to the CEQA review process. The California Register also includes properties listed in the National Register of Historic Places.

The State of California Office of Historic Preservation administers the California Register program. As a recipient of federal funding, that office meets the requirements of the National Historic Preservation Act with a State Historic Preservation Officer who enforces a designation and protection process, has a qualified historic preservation review commission, maintains a system for surveys and inventories, and provides for adequate public participation in its activities. Most nominations to the National Register of Historic Places are processed through the California State Historical Resources Commission, and staff of the OHP participates in federal review processes for Section 106 and Tax Act for Certified Rehabilitation projects. As the recipient of

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federal funds that require pass-through funding to local governments, the OHP administers the Certified Local Government program for the state. The OHP also administers the California Registered Historical Landmarks and California Points of Historical Interest programs.

The Cultural Resources Ordinance is the primary body of local historic preservation laws. Title 20 established the authority for preservation, the composition and administrative requirements of the Cultural Heritage Board, criteria for evaluating projects affecting cultural resources, and procedures for protecting and designating significant cultural resources.

~~Title 20 recognizes four types of local designation as follows (see glossary for more detailed definitions):~~

- ~~❖ Cultural Heritage Landmark: A cultural resource of the highest order of importance~~
- ~~❖ Structure of Merit: A cultural resource which is important, but at a lesser level of significance than a Cultural Heritage Landmark~~
- ~~❖ Historic District: A geographically defined area within Riverside that has a significant concentration of cultural resources that represent themes important in local history~~
- ~~❖ Neighborhood Conservation Area: Similar to a historic district, but with structures/resources of somewhat lesser significance and/or with a lesser concentration of resources~~

~~Landmark and Structure of Merit designations may be initiated by the City Council, Cultural Heritage Board, or property owner and are designated by resolution of the City Council. Historic District and Neighborhood Conservation Area designations may be initiated by petition of property owners as well as the above entities. These are also designated by resolution of the City Council.~~

~~In accordance with the ordinance, a Certificate of Appropriateness must be granted to property owners~~ **City approval is required** ~~to alter, demolish, or relocate~~ **historic resources** ~~properties that are designated or determined eligible for designation are reviewed for appropriateness. A Certificate of Appropriateness is also required for new construction within historic districts. This process for preserving cultural resources is a major consideration in the City's planning and permitting actions.~~

**LOCAL: TITLE 20
(CULTURAL
RESOURCES
ORDINANCE)
CHAPTERS 20.05
THROUGH 20.45 OF
THE RIVERSIDE
MUNICIPAL CODE**





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RELATIONSHIP OF HISTORIC PRESERVATION TO LAND-USE IN PLANNING

The relationship of historic preservation planning to the City's other planning activities requires a comprehensive approach. Although it is not required in state planning law, a historic preservation component was included in the Community Enhancement element of the City of Riverside General Plan, adopted in 1994. However, this component is primarily a stand-alone approach to a preservation program, even though the vision that created that General Plan provided opportunities for using preservation as a tool to achieve many of the visionary goals.

This historic preservation element has been created specifically to complement the present and future goals of land use planning for the City of Riverside. The methodology used for preparing the plan was the same methodology used in preparing other long-range planning documents. Thus, this plan is future oriented; it is based on policies that require periodic evaluation and amendment according to need and changing conditions.

RIVERSIDE'S CULTURAL RESOURCES AND COMMUNITY CHARACTER

HISTORIC CONTEXT



Riverside's historic buildings, structures, objects, archeological sites and features, landscapes and neighborhoods are physical reminders of the ways in which early inhabitants and later citizens of Riverside used and developed the land. These resources represent contexts or themes important in the history of the city. It is important to develop historic contexts as a preservation planning tool. They not only provide a broad understanding of settlement and development patterns, but also identify resource types that reflect those patterns and give the city its unique character and identity.

Before Riverside was founded as a city in 1870, the area had long been inhabited by Cahuilla tribes of Native Americans. Europeans settled and established missions early in the 1770s and upon secularization in 1834, large land grants were ultimately divided and re-divided amongst the earliest European and American settlers. Though there is only scant evidence of the early inhabitants, the land

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patterns of subsequent development most certainly were influenced by them.

Riverside has experienced many major historical and developmental changes through the post World War II period. The following contexts have been identified for this time: Native and Early European Settlement; Colonization; Water Rights and Access; Migration, Growth, Planning and Development; Citrus and Horticultural Experimentation; Immigration and Ethnic Diversity; Boosterism, Image and Cultural Development; Economic, Military and Industrial Growth; Post World War I Development, Education, and Post World War II Residential Development. These contexts and associated property types are discussed below.

The fertile valley fed by the Santa Ana River and sheltered between the Rubidoux and Box Springs Mountains was home to the Cahuilla Indians who had inhabited the area for many hundreds of years. When the first Europeans arrived they established a small rancherio near Spring Brook. There was also a thriving settlement of early rancheros and land grant holders including Juan Bandini, Louis Rubidoux, Cornelius Jenson, Benjamin Ables, Arthur Parks, and J. H. Stewart. Across the Santa Ana River to the northwest were two Spanish-speaking towns, Agua Mansa and La Placita, settled by migrants from New Mexico. All were established in the area before John W. North and his partners arrived.

Historic resource property types for this period include archaeological sites and artifacts, sacred places and burial grounds that represent Native American culture and adobe dwellings and land patterns that represent early European settlement. Native Americans have identified sites and landscapes that were important to the tribes that lived in the area long ago; this knowledge has been passed down from generation to generation and does not exist in documented form. These historic resources give testimony to the earliest known settlers in this place.

Adobe structures and land development patterns of the earliest European settlement are documented through written histories and are evidenced in archaeological sites and artifacts and cultural landscapes that echo the Spanish Mission and California Ranchero periods (Rancho Jurupa).

Riverside was founded in 1870 as a cooperative joint-stock venture by abolitionist judge, John W. North, and a group of reform-minded colleagues. Fed by the fortunes of the citrus industry, by 1895 Riverside evolved into the richest per-capita city in the United States. A local Board of Trade publication from the period argued that Riverside was

NATIVE AMERICAN AND EARLY EUROPEAN SETTLEMENT (PRE 1830S)



COLONIZATION (CIRCA 1870-1900)



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"largely composed of well-to-do horticulturists and substantial businessmen engaged in occupations...connected with or dependent upon that profitable industry. A combination of agreements between competing interests, consensus building, and plain good fortune has made it that way."



For the first ten years of its existence, however, few would have predicted such a glowing future for Judge North's little cooperative irrigated colony. He attempted to create an alternative to what he perceived as rampant exploitation of people and resources by land monopolists, corporations, railroads, and other "robber barons" rampant east of the Rockies. Little did he realize that what he fled in the East had preceded him to California. The arrival of one rugged finance capitalist, in particular, nearly thwarted North's cooperative experiment. S.C. Evans, a banker and land speculator from the Midwest, managed to obtain an airtight monopoly on all water rights for the fledgling community. By 1875-76, his uncooperative behavior produced stagnation and threatened the survival of the new settlement.

Historic resource property types for the Colonization historic context include houses and churches of the early settlement period. Also included are street patterns, the earliest water distribution and land-use patterns for the original town of Riverside, cultural landscapes (street widths with plantings, agricultural patterns), Evergreen Cemetery, and the Parent Navel Orange Tree. Houses were typically vernacular, wood frame, one or two story structures with simple rectangular or "L" plans and gable roofs. Ornamentation on these wood frame houses was usually confined to porches and at the gable peaks, and the designs presented were styles of Queen Ann, Stick, Eastlake, Italianate, and Greek, Gothic and Colonial revivals. Concentrations of these Victorian-era buildings are located in the city's downtown Mile Square area. The City's first commercial buildings were replaced early on by more substantial structures, however, the land-use patterns in the downtown commercial zone were established in the early 1870s.

WATER RIGHTS
AND ACCESS;
MIGRATION,
GROWTH AND
DEVELOPMENT
(CIRCA 1870-1890)

The formation of a citizen's water company and the incorporation of Riverside by a vote that annexed S.C. Evans's land helped resolve the conflict. Soon, Evans joined leaders of the new city in the creation of a quasi-public water company, and bonds were floated to improve the canal system. Riverside had survived its first serious battle among strong interests and had moved toward an effective consensus on the community's direction. Thus, by 1895, the town was a wealthy, gilded age version of North's irrigated cooperative. The town's well educated and mostly Protestant citizens turned their attention towards applying the latest methods of industrial capitalism and scientific management,

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and to irrigating, growing, processing and marketing navel oranges. They succeeded. By 1890, citriculture had grossed approximately \$23 million for the area's economy.

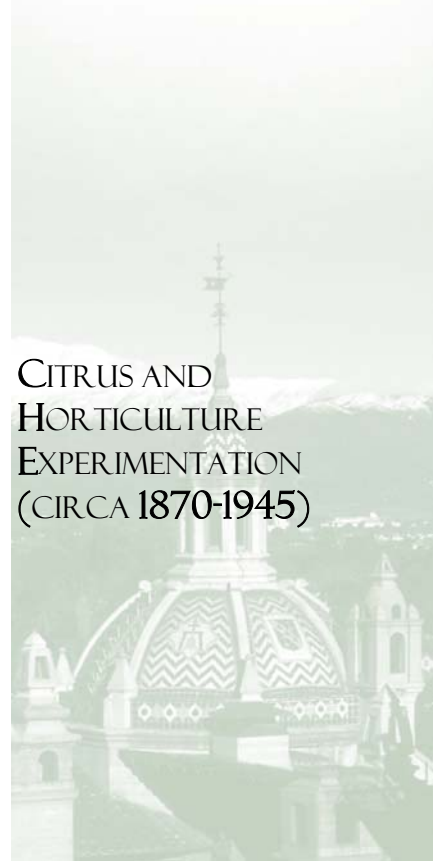
Riverside's potential attracted investment capital from around the U.S., Canada, and Great Britain. The influx of wealth and manners led to high aesthetic and cultural goals for the City and added large doses of savoir faire and leisure time pursuits, including polo, golf and tennis. The introduction of the railroad further expanded Riverside's growth and the citrus market potential which were so tightly linked. The combination of water, boosterism, consensus building, navel oranges, the railroad and cooperative marketing unleashed Southern California's commercial potential. A once pastoral area was transformed in the process, never to be the same again.

Historic resource property types that represent this major growth period in the city's history include: canals, parks, churches, cultural institutions, bridges, cultural landscapes, expanded street and land-use patterns, commercial and agri-industrial buildings, railroad structures and houses. Residences ranged in size and style from elaborate two-story, irregular plan, Queen Anne and Colonial Revival designs to modest, one-story, rectangular plan, hipped roof cottages with restrained ornamentation that referenced the Queen Anne and Colonial Revival mansions of the period. Shingle and Romanesque influences also appeared in Riverside during this period. Commercial structures were usually brick with cast iron storefronts. Agri-industrial buildings were either brick (with stucco exterior) or wood frame and steel truss construction. Commercial, railroad depots and agri-industrial buildings began referencing Spanish architectural influences.

Riversiders created efficient citrus packing concepts and machinery, refrigerated rail shipments of citrus fruits, scientific growing and mechanized packing methods, and pest management techniques. Soon after the turn of the century, the City could boast that it had founded the most successful agricultural cooperative in the world, the California Fruit Growers Exchange, known by its trademark, Sunkist. The Citrus Experiment Station, a world class research institution, also was established and the City was on its way to becoming the world center for citrus machinery production.



CITRUS AND
HORTICULTURE
EXPERIMENTATION
(CIRCA 1870-1945)





HISTORIC PRESERVATION ELEMENT

As Riverside was, early on, a place where experimentation with citrus horticulture and inventions that mechanized the packing and shipping agricultural produce, historic resource property types in the above contexts may also be significant under the Citrus and Horticulture Experimentation context. Structures for agri-industrial activities and railroad development represent this context. Mansions built by

businessmen associated with companies for packing and shipping citrus and simple to modest dwellings for workers supporting the agricultural and industrial products also represent the period. Stylistically, buildings repeat those of the previous context and there also is an emergence and development of Beaux Arts Classicism and Craftsman architectural design in commercial, civic and residential buildings. With the expanding use of irrigation and citrus patterns, cultural landscapes that represent this context are also significant historic resource property types.



IMMIGRATION AND ETHNIC DIVERSITY (CIRCA 1870-1940)

A succession of diverse cultural groups was brought to the region by Riverside's famous Washington Navel Orange industry, each with their own perspectives and dreams. Early citriculture, a labor-intensive crop, required large available pools of labor in those days to succeed. Poor, but eager, immigrants from China, Japan, Italy, Mexico, and later the Dust Bowl of America, flooded into Southern California to meet the labor demand in hopes of gaining their own fortunes. As a result, Riverside developed a substantial Chinatown and other ethnic settlements, including the predominantly Hispanic Casa Blanca and settlements of Japanese and Korean immigrants. A rich ethnic-socio-economic mix, the hallmark of today's California, had already developed in Riverside by World War II.



Historic resource property types associated with Hispanic, Asian and Italian immigrants are primarily residential buildings and neighborhoods. Houses exhibit plans and construction techniques of the 1880s through 1920s and were constructed in areas that were close to work activities of the inhabitants. They can be described mostly as vernacular



HISTORIC PRESERVATION ELEMENT



buildings, but many have modest stylistic features such as full front porches, bay windows and ornamental detailing of the period in which they were constructed. Also associated with this context are various resources such as churches, parks and neighborhood commercial buildings.

Frank A. Miller, builder, booster, and "Master" of the Mission Inn, who had arrived in Riverside during its late colonial years, emerged soon after the turn of the century as a preeminent community builder and promoter. Understanding that a great city needs myths and symbols as well as wealth to establish its identity, Miller strove for the first thirty years of the twentieth century to create symbols and themes for Riverside. In tandem with California Landmarks Club members, such as Charles Loomis and Henry Huntington, Miller undertook a conscious, deliberate, and strategic effort to create a Protestant version of the California mission period that could serve as Riverside's explanatory myth and the basis for its identifying symbols. His first and most noteworthy effort came in the form of the New Glenwood Hotel, later the Mission Inn. Designed and built as a shrine to California's Spanish past, the Mission Inn was to become what author Kevin Starr called a "Spanish Revival Oz." It made Riverside the center for the emerging Mission Revival Style in Southern California and proved to be a real estate promoter's dream.

Combined with the affluence and aesthetic lure of the citrus landscape, the Mission Inn made Riverside the desired residential, cultural, and recreational destination of the wealthy railroad set of the early 20th Century. The City supported an opera house, theater, symphony, and three golf courses. The era's most illustrious architects, landscape architects and planners, including A.C. Willard, Arthur Benton, Myron Hunt, Julia Morgan, Charles Cheney, and Henry Hosp, and accomplished local architects, like G. Stanley Wilson and Henry Jekel, filled Riverside with quality architecture and Mediterranean landscape features. Riverside's landscape was irrigated via its own municipal water utility, and its buildings were lit by the City's own Electric Light Department.

BOOSTERISM, IMAGE AND CULTURAL DEVELOPMENT (CIRCA 1880-1930)





HISTORIC PRESERVATION ELEMENT

The Mission Inn is, obviously, the most prominent and influential historic resource representing this context. The promotional image of Riverside's Spanish Colonial past was idealized in this building as well as in numerous civic and commercial buildings constructed in the City's downtown. Designs for buildings epitomized architectural features of the period of Spanish colonization in both the exotic and vernacular aspects. Historic resource property types within this context also encompass references to American Colonial Revival in residential buildings and Beaux Arts Classicism in major civic and institutional buildings.



POST WORLD WAR I DEVELOPMENT (CIRCA 1918-1930)



Like many Southern California communities, Riverside experienced a boom in the Post World War I period. Previously undeveloped areas were subdivided and residential tracts were planned and developed. In the downtown area, large properties were subdivided and modest-scale houses were built alongside the earlier grove houses.

The early years of this context are represented by Arts and Crafts period styles: California Bungalow, two-story Craftsman, Prairie and English cottage/Tudor Revival. By the end of WWI, a surge of patriotism for America and its allies produced houses in styles that referenced the American Colonial period and French, Spanish, Italian Renaissance and English architecture. Beaux Arts Classicism reached its peak in the post WWI period in civic architecture, and Gothic Revival and Spanish Colonial Revival influenced designs for churches. The design trend for commercial buildings continued to be based on Spanish and Classical motifs; many buildings were remodeled to reflect the Spanish Colonial Revival and Mission styles. The context is also represented in cultural landscapes that include public amenities such as parks and streetscape improvements (curbs, streetlights, trees, etc).



HISTORIC PRESERVATION ELEMENT



In the mid-1950s, the University of California selected Riverside as the site for an undergraduate liberal arts college. UCR grew out of The Citrus Experiment Station and today has an international reputation as a research center for plant pathology, citrus biological control, cultivation practices, biomedicine, and many other disciplines. Riverside is also the home of one of the first two community colleges in the state - Riverside Community College. Other schools, including the Sherman Indian School, California Baptist University and La Sierra University, make Riverside a center for learning and research.

EDUCATION (CIRCA 1900-1955)

In the context of Education, historic resource property types are represented in the UCR buildings that are associated with significant contributions to research in one of the academic areas mentioned above. Additionally, the cultural landscape of UCR is a significant historic resource. The Sherman Indian School Administration building and the site of the school as a cultural landscape also represent the Education context. Public school buildings, Riverside Community College, California Baptist University and La Sierra University buildings and sites are historic resource property types if they meet criteria for local, state or national historic designation.

Riverside's second major boom in residential development occurred in the Post World War II period. Distinctive and affordable "suburban" housing tracts were developed with nearby commercial centers to serve the needs of the new residents.

Historic Resources property types for this context primarily include tracts of post-war vernacular style houses. The best intact examples are the Sun Gold Terraces and "Cowboy Streets." These one-story residences were modest in size and typically had stucco or wood siding and attached garages. The tracts themselves were distinctively designed with curving street patterns. Commercial centers built during this period include the Brockton Arcade.

POST WORLD WAR II RESIDENTIAL/ COMMERCIAL DEVELOPMENT (CIRCA 1945-1960)





HISTORIC PRESERVATION ELEMENT

INCENTIVES FOR HISTORIC PRESERVATION

Incentives are important to the success of the City's historic preservation program. In some cases they may help offset additional costs that compliance with the Cultural Heritage Board design review standards requires. Incentives can be a catalyst for revitalization of a neighborhood. Also, if financial incentives are in place, the City can offer an offset to denial of a project when economic hardship threatens the preservation of a historic resource.

The following incentives that promote historic preservation are currently available in the City of Riverside:

STATE HISTORICAL BUILDING CODE (SHBC)

This code is a State-adopted building code that allows the City to approve reasonable alternatives to the standard building and mechanical requirements for historic buildings. It allows some non-conforming conditions to remain without modification to meet current building standards, and it allows some pliancy in meeting specific requirements in building codes. The City uses the SHBC for designated historic resources at the request of the property owner. It can be used to meet code requirements for both interior and exterior rehabilitation. City staff of the Planning Division offers assistance to the property owner in applying the SHBC to their individual project.

HISTORIC REHABILITATION TAX CREDIT

A tax credit equal to 20% of the cost of rehabilitation is available to use on properties listed in or determined eligible for the National Register of Historic Places or a property that contributes to a certified, locally designated district. It can only be used on income-producing properties where rehabilitation is substantial (the greater of \$5,000 or the basis in the building). A tax act project requires certification by the National Park Service that the work complies with the Secretary of the Interior's Standards for Rehabilitation.

FAÇADE EASEMENT DONATION

A charitable tax deduction for donating a façade easement to a nonprofit or publicly supported organization is available to owners of buildings listed in the National Register of Historic Places. In exchange for a charitable deduction on federal income taxes, the property owner authorizes the non-profit organization to review exterior alterations to the building. The non-profit entity thereby assumes responsibility for protecting the historic and architectural integrity of the property. Façade easements are recorded on the property deed in perpetuity. Although it is desirable to donate a façade easement to a local

HISTORIC PRESERVATION ELEMENT



organization, preservation non-profits from other cities offer this program to owners of historic buildings throughout the country.

Properties located within Redevelopment Project Areas may be eligible for financial assistance on a case by case basis.

Sponsored by the City of Riverside Redevelopment Agency, this non-profit corporation administers a variety of housing rehabilitation programs for low and moderate-income homeowners as well as owners of designated historic resources.

REDEVELOPMENT
AGENCY ASSISTANCE

RIVERSIDE HOUSING
DEVELOPMENT
CORPORATION

Bronze landmark plaques are provided free-of-charge to properties designated as City Landmarks. Plaques are presented to property owners by the mayor at a scheduled meeting of the City Council.



LANDMARK
PLAQUES

City of Riverside historic preservation planners are available to advise and guide property owners, architects, and contractors on appropriate rehabilitation. This service is offered free-of-charge and includes helpful suggestions (sometimes cost reducing) on such things as seismic bracing, non-abrasive removal of paint, repair and replacement of architectural features, etc. The City also offers a large selection of technical literature and hand-outs to offer guidance with rehabilitation projects.

TECHNICAL
ASSISTANCE

The following incentives are recommended for implementation:

A reduction or waiver of the City's building permit and construction tax fees would contribute to an incentive program that would encourage preservation of designated historic resources.

BUILDING PERMIT
FEE REDUCTION

Federal Housing and Urban Development programs that are available for qualified areas of the City should be created to target designated historic resources and districts.

ZERO OR
LOW-INTEREST
REVOLVING LOANS

State-enabling legislation, known as the Mills Act, allows the City of Riverside to enter into contracts with private property owners of qualified historic properties to provide a property tax reduction in exchange for the owners agreeing to preserve, rehabilitate and maintain their historic properties. Property taxes under a Mills Act agreement are individually calculated by the County Tax Assessor and

MILLS ACT HISTORIC
PROPERTY
CONTRACT



HISTORIC PRESERVATION ELEMENT

can be reduced as much as 75%, an amount that the owner can use to maintain, restore, or rehabilitate a historic building or property. A Mills Act contract is for an initial period of ten years and is automatically renewed each year on its anniversary date. The benefit may be passed on to subsequent owners. The program is available for both residential and income-producing properties. Mills Act historic property contracts usually have provisions for rehabilitating a property with specification for complying with the Secretary of the Interior's Standards for Rehabilitation. This property tax reduction is usually most beneficial to owners who have made recent purchases.

CALIFORNIA HERITAGE FUND GRANT PROGRAM

This grant program is funded under the Safe Neighborhood Parks, Clean Water, Clean Air and Coastal Protection Bond Act of 2000. Grants may be used for acquisition, rehabilitation, restoration or interpretation projects and are available for any product, facility or project designed to preserve a historic resource that is listed or determined eligible for listing in the National or California registers. Entities that may receive funds are cities, counties, districts and local agencies formed for park purposes, nonprofit organizations and recognized California Indian Tribes. The program requires a 50% match from the grantee.

ZONING INCENTIVES

There are several ways that the City's land-use regulations can promote historic preservation. In October 2001 the City Council adopted one incentive that allows conversions of residential buildings into retail, office or bed and breakfast uses. The City also allows older Downtown buildings legally built without parking to continue to be occupied and reoccupied without requiring the addition of parking. Other incentives that could be introduced include the expansion of parking reduction/waiver privileges to areas not now included, modification of standards for multi-family development when a historic building is preserved as part of the project, and historic preservation variances.

NEW MARKETS TAX CREDIT

A new Federal program is now available that provides a fund to encourage investment in low-income communities. The program permits taxpayers to receive credit on Federal income taxes to qualified equity investments that support low-income communities.



GOALS AND POLICIES FOR HISTORIC PRESERVATION IN RIVERSIDE

Goal HP-1.0: To use historic preservation principles as an equal component in the planning and development process.

Policy HP-1.1: The City shall promote the preservation of significant cultural resources to ensure that citizens of Riverside have the opportunity to understand and appreciate the City's unique heritage.

Policy HP-1.2: The City shall assume its direct responsibility for historic preservation by actively protecting and maintaining its publicly owned cultural resources. Such resources may include buildings, monuments, landscapes, and right-of-way improvements, such as retaining walls, granite curbs, entry monuments, light standards, street trees, and the scoring, dimensions, and patterns of sidewalks, driveways, curbs and gutters.

Policy HP-1.3: The City shall protect sites of archaeological and paleontological significance and ensure compliance with the federal Native American Graves Protection and Repatriation Act in its planning and project review process.

Policy HP-1.4: The City shall protect natural resources such as geological features, heritage trees, and landscapes in the planning and development review process and in park and open space planning.

Policy HP-1.5: The City shall promote neighborhood/city identity and the role of historic preservation in community enhancement.

Policy 1.6: The City shall use historic preservation as a tool for "smart growth" and mixed use development.





HISTORIC PRESERVATION ELEMENT

Policy HP-1.7: The City shall ensure consistency between this Historic Preservation Element and all other General Plan elements, including subsequent updates of the General Plan.

Goal HP-2.0: To continue an active program to identify, interpret and designate the City's cultural resources.

Policy HP-2.1: The City shall actively pursue a comprehensive program to document and preserve historic buildings, structures, districts, sites (including archaeological sites), objects, landscapes, and natural resources.

Policy HP-2.2: The City shall continually update its identification and designation of cultural resources that are eligible for listing in local, state and national registers based upon the 50 year age guideline for potential historic designation eligibility.

Policy HP-2.3: The City shall provide information to citizens, and the building community about what to do upon the discovery of archaeological resources and burial sites, as well as, the treatment, preservation, and repatriation of such resources.

Goal HP-3.0: To promote the City's cultural resources as a means to enhance the City's identity as an important center of Southern California history.

Policy HP-3.1: The City shall conduct educational programs to promote an understanding of the significance of the City's cultural resources, the criteria for historic designation, historic design review processes, building permit requirements, and methods for rehabilitating and preserving historic buildings, sites, and landscapes.

Policy HP-3.2: The Planning Division shall promote an understanding and appreciation of the importance of historic preservation by the City's departments, boards, commissions, and elected officials.





Goal HP-4.0: To fully integrate the consideration of cultural resources as a major aspect of the City's planning, permitting and development activities.

Policy HP-4.1: The City shall maintain an up-to-date database of cultural resources and use that database as a primary informational resource for protecting those resources.

Policy HP-4.2: The City shall apply the California State Historical Building Code to ensure that City building code requirements do not compromise the integrity of significant cultural resources.

Goal HP-5.0: To ensure compatibility between new development and existing cultural resources.

Policy HP-5.1: The City shall use its design and plot plan review processes to encourage new construction to be compatible in scale and character with cultural resources and historic districts.

Policy HP-5.2: The City shall use its design and plot plan review processes to encourage the compatibility of street design, public improvements, and utility infrastructure with cultural resources and historic districts.

Goal HP-6.0: To actively pursue funding for a first-class historic preservation program, including money needed for educational materials, studies, surveys, staffing, and incentives for preservation by private property owners.

Policy HP-6.1: The City shall provide financial incentives to promote the restoration, rehabilitation, and adaptive reuse of cultural resources.

Policy HP-6.2: The City shall use financial resources from state, federal and private programs that assist in the identification, designation and preservation of cultural resources.





HISTORIC PRESERVATION ELEMENT

Policy HP-6.3: The City shall ensure adequate funds in its budget for the staffing and maintenance of a historic preservation program in compliance with the California State Office of Historic Preservation's Certified Local Government program.

Goal HP-7.0: To encourage both public and private stewardship of the City's cultural resources.

Policy HP-7.1: The City shall apply code enforcement, zoning actions, and building safety/construction regulations as tools for helping to protect cultural resources.

Policy HP-7.2: The City shall incorporate preservation as an integral part of its specific plans, general plan, and environmental processes.

Policy HP-7.3: The City shall coordinate historic preservation with other activities within the its government structure.

Policy HP-7.4: The City shall promote the preservation of cultural resources controlled by other governmental agencies, including those related to federal, state, county, school district, and other agencies.

